

Environmental Analysis

Section 4.0

B. Applicable Land Use Plans

Existing General Plan

The existing Lemon Grove General Plan was adopted in 1980 following the incorporation of the City in 1977. The 1980 General Plan sets forth policies and programs to govern the future development of the City. Six chapters comprise the existing plan:

- Introduction;
- Urban Development and Community Design;
- Natural Environment;
- Residential Development;
- Economic Environment; and
- Public Services and Facilities.

Land Use Designations. An important component of the plan is the General Plan Map, which designates the types and densities/intensities of land use permitted within the City boundaries. Since adoption, a number of amendments to the 1980 General Plan have been adopted by the City Council. Figure 4.1-2 shows the distribution of the land uses permitted by the General Plan and reflects all adopted amendments to date. The buildout potential of the existing General Plan is summarized in Table 4.1-1.

Some of the land use designations in the existing General Plan do not reflect prevailing goals and desires for the future of Lemon Grove. For example, the residential area between Madison Avenue and Broadway is designated for multi-family residential development under the existing General Plan. However, single-family residential neighborhoods are the predominant use in this area at the present. In addition, although residential development is not allowed in the downtown core in the existing General Plan, it may now be an appropriate strategy to accommodate anticipated population growth and continue revitalizing downtown commercial activity.

Special Treatment Areas. Almost all of the City was developed with urban-type uses when the existing General Plan was prepared, and only a very limited amount of land was available for new development. As a result, special attention was given to the few areas with significant development or redevelopment potential. These Special Treatment Areas (STAs) are identified in Table 4.1-2, and the location of the STAs is shown in Figure 4.1-2. Table 4.1-2 also summarizes the current development status of the STAs.

Development Code

The City's Development Code was adopted in 1983. The purpose of the Development Code was to combine, in one document, the City's most important land use and development regulations and review procedures. The Code is divided into three sections: Subdivision Ordinance, Zoning Ordinance and City-Wide Ordinances.

4.0 ENVIRONMENTAL ANALYSIS

4.1 LAND USE

Existing Conditions

A. Development Patterns

Settlement of Lemon Grove began prior to the turn of the twentieth century, and most of the City has been developed. As shown in Figure 4.1-1, a distinct land use pattern has become well established. Commercial uses are concentrated along Broadway, which extends east-to-west in the northern part of the City (Figure 2.1-2). Lemon Grove Avenue, a north-south arterial, serves as the focal point of a secondary commercial corridor. At the intersection of Broadway and Lemon Grove Avenue lies the traditional downtown and a trolley station. A second trolley station is located at Lemon Grove and Massachusetts Avenues, in the southern portion of the City. Industrial districts have been developed along Federal Boulevard, which is located in the northwestern portion of the City, and north of Broadway, in the north-central portion of the City. Some of the properties in the commercial and industrial areas are dilapidated or not used to their full economic potential. South of Broadway, single-family residential neighborhoods are predominant. Most of these neighborhoods were developed during the 1950s and 1960s, and are fairly stable and cohesive. Interspersed in the residential areas are schools and churches. Parks have also been developed (see Section 4.14, Parks and Recreation).

Some apartment and condominium development (often termed "multiple-family residential development") occurs in the City. Some apartment complexes are located north of Broadway, near SR-94, and in several locations within a block or two of Broadway. More recently, multiple-family residential development has occurred in largely single-family neighborhoods along Central Avenue. Some of these newer projects have raised land use compatibility issues such as parking, increased traffic and noise, and conflicts with the prevailing scale and architectural themes. New single-family projects have also been developed within the established neighborhoods. The scale and architectural style of some of the new single-family developments diverge from the surrounding area, and site designs often lack integration with the community.

Because the City is built-out, little open space exists. Moreover, opportunities for new development are limited to infill projects and redevelopment. Table 3.3-2 in Section 3.0 summarizes the types and amount of development and vacant lands present in the City. According to 1995 figures from the Department of Finance, the City contains 8,816 dwelling units and approximately 7.8 million square feet of non-residential development (commercial, industrial, institutional, etc).

Subdivision Ordinance. The Subdivision Ordinance applies when the owner of a parcel of land wishes to divide the parcel into two or more smaller parcels. If the parcel is to be divided into four or fewer parcels, the regulations for Minor Subdivisions must be followed. If the land is to be subdivided into five or more parcels, the Major Subdivision regulations must be observed.

Zoning Ordinance. The City is divided into various zoning districts for the purposes of regulating urban development. Each district corresponds to a section of the Zoning Ordinance that identifies permitted uses and uses subject to certain conditions (i.e., those uses for which a conditional use permit is required). The Zoning Ordinance also contains development regulations applied on a City-wide basis, such as requirements for off-street parking, landscaping and screening, and yards. The Zoning Ordinance contains regulations and procedures relating to rezoning, use permits and variances. According to State planning law, the Zoning Ordinance must be consistent with the General Plan.

City-Wide Ordinances. The City-Wide Ordinances section of the Development Code contains various ordinances regulating specific aspects of land use in the City. Most of these ordinances apply to land development and actions requiring permits.

Specific Plans

Specific plans are used by cities to deal with unique planning conditions in a particular area. In addition, developers often use the specific plan to establish development plans for large, vacant areas. Once a specific plan is adopted, it acts as the zoning for the area.

The only specific plans currently in effect in Lemon Grove are the Village Grove Specific Plan, which covers the area formerly occupied by the Ace Drive-In Theater in the northeastern portion of the City, and the Broadway Commercial Project Specific Plan, which covers the site of the Home Depot building materials store in the 7500 block of Broadway (Figure 4.1-3). The Village Grove Specific Plan permits medium/high residential and commercial development, and the Broadway Commercial Project Specific Plan allows heavy commercial development. Both Specific Plan areas have been fully developed with the exception of 4.1 acres of commercial development within the Village Grove Specific Plan area.

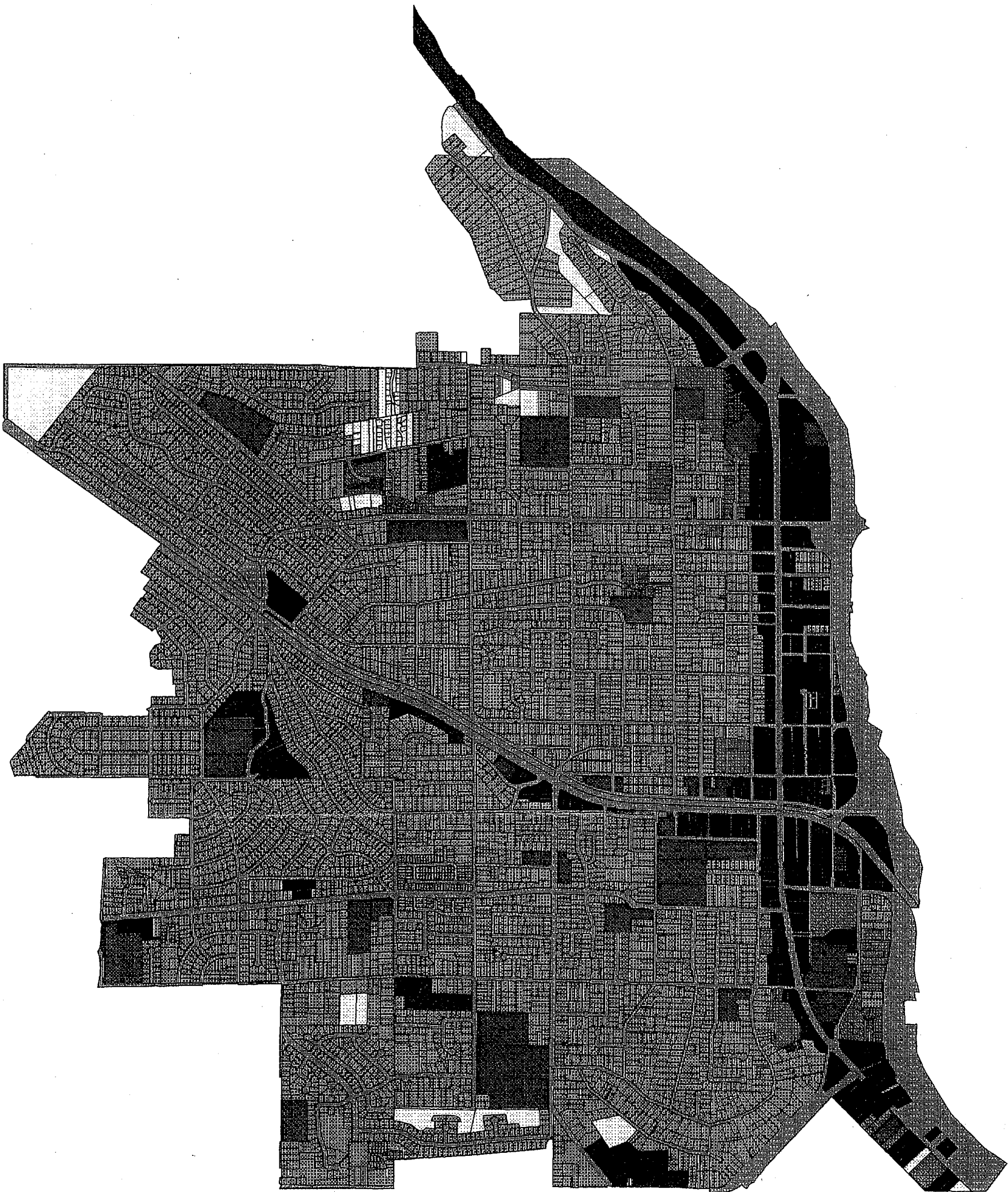
Redevelopment Plan/Project Area

The California Community Redevelopment Law (CRL, Health and Safety Code Section 33000, et. seq.) allows local jurisdictions to use tax increment financing to implement capital improvement projects and facilitate new development in blighted areas. Consistent with the provisions of the CRL, the Lemon Grove Community Development Agency (Agency) adopted a Project Area in 1986. The location of the Project Area within the City is illustrated in Figure 4.1-4. Project Area 1A, which totals 618 acres, is generally located along the two major transportation arteries in the City. Broadway and Federal Boulevard comprise the east-west axis, and Lemon Grove Avenue comprises the north-south axis. Most of the central business district











TABLE 4.1-2
Existing Special Treatment Areas

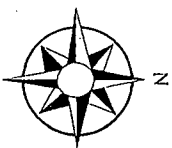
Special Treatment Area	Location	Planned Land Use	Current Status
VII. Imperial Avenue, Central	East side of Lemon Grove Ave., along Mt. Vernon St. and to the south	Limited Commercial	Most of this STA has been developed as a mini-warehouse within the past few years. Remaining parcels could probably be designated for General Commercial use and the STA could be eliminated.
VIII. Pacific Avenue, West	North side of Pacific Ave., from Vista Ave. to West St.	General Commercial	This STA is comprised of the southerly third of four blocks designated for General Commercial uses. The STA is presently developed mostly with single-family dwellings and a few commercial uses. The northerly portion of the four blocks is developed predominantly with commercial uses. While the properties on the south side of Pacific Avenue are designated for Medium Density Residential development, the existing predominant use is single-family dwellings. This STA needs to be studied during the General Plan update program.
IX. Broadway East	East end of Broadway, just beyond City boundary	General Commercial	Added GPA 1984-1-10/15/84 and rescinded GPA 1990-1-8/6/90.
X. Federal Boulevard Automobile Sales District	North side of 6700 and 6800 Federal Blvd.	General Commercial and Light Industrial with New Car Automobile Dealership and Accessory Use Overlay	Added GPA 1991-02-1-1/6/92, Amended GPA 1993-1-10/19/93. The STA is mostly developed with two automobile dealerships and some light industrial uses. The STA should be retained.
XI. Broadway North (Commercial Redevelopment Area)	North side of Broadway between Broadway Commercial Project (Home Depot) and Massachusetts Ave.	General Commercial (Large-lot retail uses providing consumer goods to the residents of the City and surrounding communities)	Adopted as interim urgency measure, Ordinance No. 220-4/12/94, Amended Ordinance 230-1/17/95. Not Adopted as a GPA. The interim land use regulation is only meant to be in effect until the General Plan update is completed.

GPA: General Plan Amendment
Source: City of Lemon Grove General Plan, 1980; and City of Lemon Grove Planning Department, 1995.



Legend

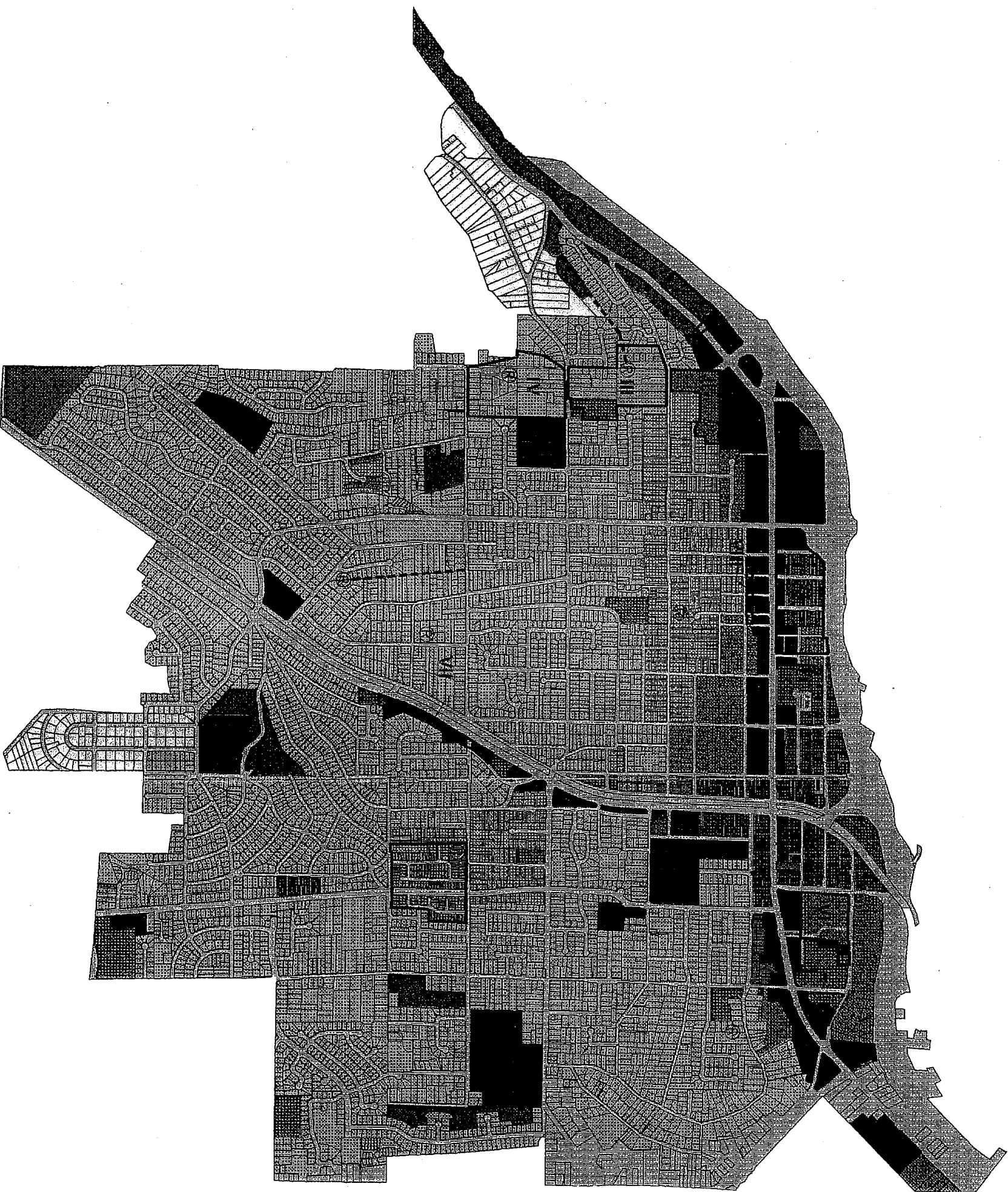
-  Single-Family Residential
-  Multiple-Family Residential
-  Mobile Homes
-  Commercial
-  Light Industrial/Warehouse
-  Public/Institutional
-  Parks/Recreation
-  Agriculture
-  Transportation
-  Undeveloped



1 inch = 2,000 feet

Source: RUIs; Lettieri-McIntyre and Associates

Figure 4.1-1
Existing Land Use



Legend

- RESIDENTIAL**
- Low Density (0-4 units/net acre)
 - Low/Medium Density (4.1-7 units/net acre)
 - Medium Density (7.1-14 units/net acre)
 - Medium/High Density (14.1-29 units/net acre)
- COMMERCIAL**
- General Commercial
 - Central Business District
 - Residential/Professional
 - Limited Commercial
 - Neighborhood Commercial
 - Heavy Commercial
- INDUSTRIAL**
- Light Industrial/Warehouse
- OTHER LAND USES**
- Public Facilities
 - Institutional
 - Schools
 - Parks/Recreation
 - Conceptual Park Site
 - Open Space Trails
 - Transportation
 - Special Treatment Areas
- Legend**
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 - Special Treatment Areas



1 inch = 2,000 feet

Source: RLIS, Letteri-McIntyre and Associates

Figure 4.1-2
Existing General Plan
Land Use Designations

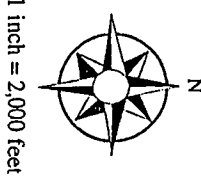
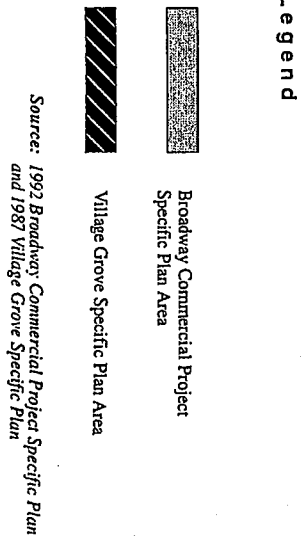
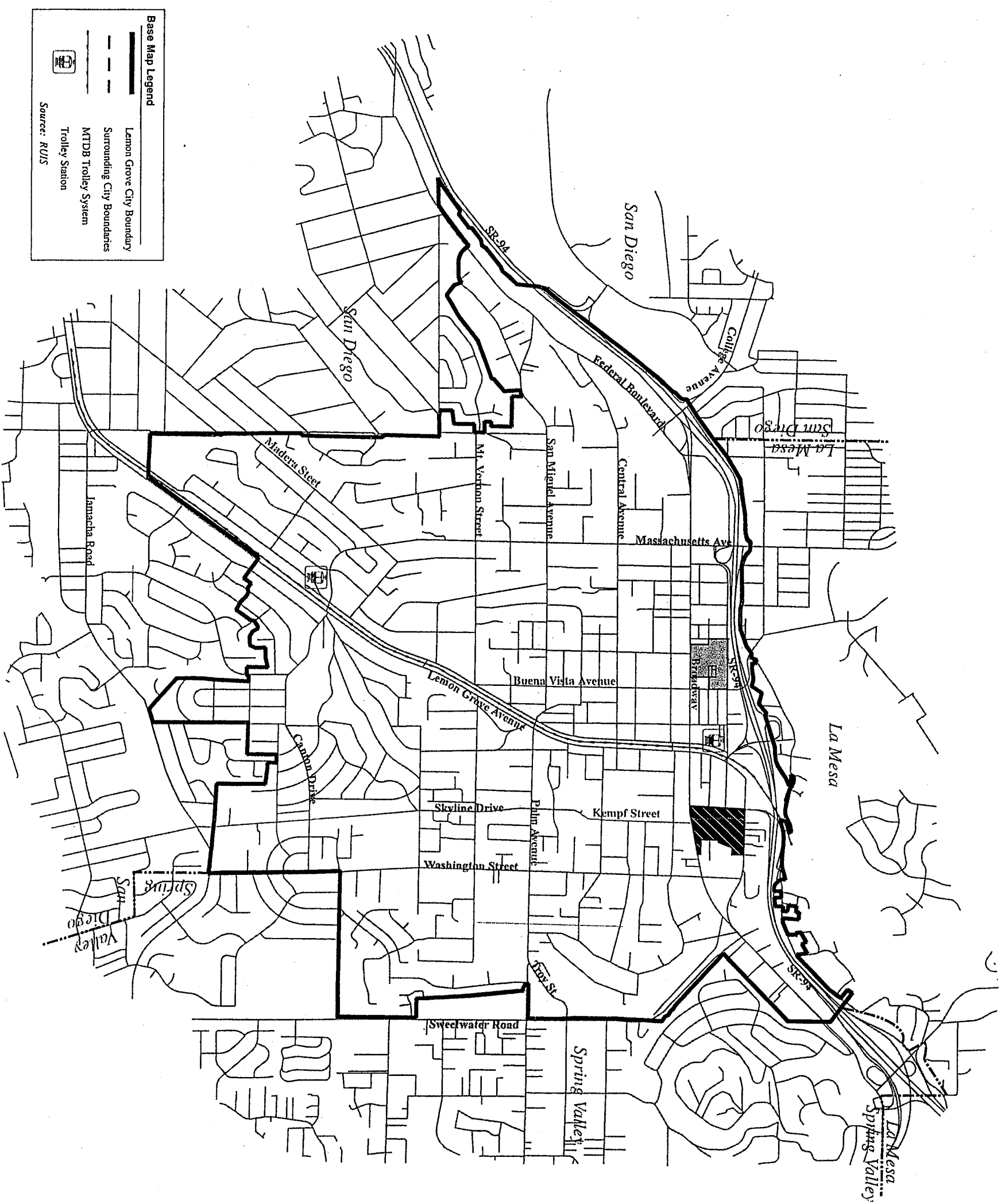
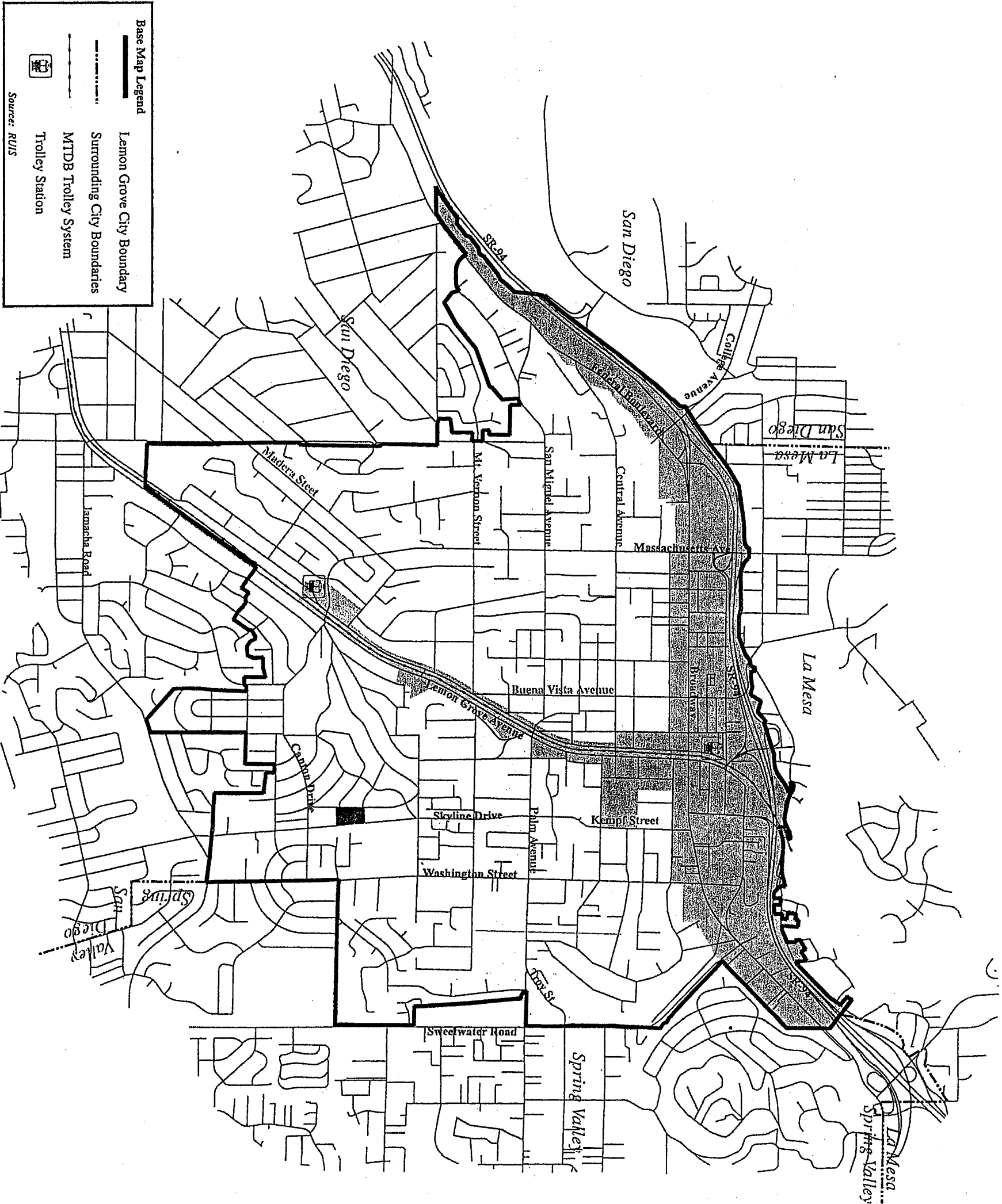


Figure 4.1-3
Existing Specific Plan Areas



- Legend**
- Project Area 1A
 - Project Area 1B

Redevelopment Project Area, adopted 1986
Source: Lemon Grove Community Development Agency, 1986.

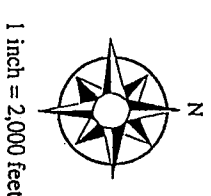


Figure 4.1-4
Redevelopment Project Area

and downtown residential neighborhoods are encompassed by Project Area 1A. Project Area 1B encompasses a four-acre commercial area, and is bounded by Englewood Drive to the west, Dayton Drive to the north, Skyline Drive to the east and Canton Drive to the south. Both project areas have a 40-year project life, expiring in 2026.

A Redevelopment Plan was adopted for the Project Area that provides the Agency with a program to redevelop, rehabilitate and revitalize the Project Area. The Redevelopment Plan does not present a specific development plan but instead establishes a process, structure and method to finance redevelopment programs. Development within the Project Area is regulated by the Lemon Grove General Plan and Zoning Ordinance. Major projects implemented in the Project Area to date include the downtown facade enhancement program; downtown streetscape, parking and circulation improvements; assistance in the development of large-scale retail centers, such as Lemon Grove Plaza and the Home Depot commercial project; and assistance to new car dealerships.

Regional Planning Efforts

Lemon Grove is part of the greater San Diego metropolitan area. The City is affected by regional land use patterns, and development decisions made in Lemon Grove, in turn, influence regional conditions. The San Diego Association of Governments (SANDAG) is a public agency formed voluntarily by local governments to assure overall areawide planning and coordination for the greater San Diego region. A number of SANDAG plans and programs influence local land use planning and development patterns. The plans/programs that are most pertinent to updating the Lemon Grove General Plan are described below.

Regional Growth Management Strategy. The Regional Growth Management Strategy was adopted by the SANDAG Board in 1993. Adoption of the Strategy was mandated by the voters through Proposition C, the Regional Planning and Growth Control Initiative. The Strategy takes a quality of life approach to growth management, and contains standards, objectives and recommended actions for nine quality of life factors:

- Air quality;
- Transportation/congestion management;
- Water;
- Sewage disposal;
- Sensitive lands and open space preservation and protection;
- Solid waste management;
- Hazardous waste management;
- Housing; and
- Economic prosperity.

Through a joint powers agreement, local jurisdictions, including Lemon Grove, have agreed to certify the consistency of the pertinent elements of their general plans with the Regional Growth

Management Strategy. A consistency/monitoring checklist is recommended for use by local jurisdictions to determine whether their policies, plans and ordinances are consistent with the Strategy.

Series 8 Projections. SANDAG prepares growth forecasts for San Diego County. The most recent forecast, called Series 8, was finalized in 1994 and estimates population and residential growth out to 2015. Series 8 indicates that the Lemon Grove population will increase by approximately 25 percent between 1990 and 2015, reaching approximately 29,697 persons. In comparison, the overall population in San Diego County is expected to increase about 53 percent during the same time period. Series 8 shows that housing in Lemon Grove will increase by approximately 20 percent, from 8,638 to 10,374 units. According to Series 8, because almost the entire City is already developed, almost all of the new residential development will consist of condominiums and apartments. Housing in San Diego should increase by about 52 percent between 1990 and 2015. The Series 8 projections for Lemon Grove are largely based on the existing development policies in the 1980 Lemon Grove General Plan and regional growth trends. The Series 8 population and housing projections for Lemon Grove are addressed in more detail in Section 4.3, Population and Housing, of this EIR.

Land Use Distribution Element. During February 1995, the SANDAG Board approved the Land Use Distribution Element of the Regional Growth Management Strategy. The Element addresses the location, intensity and design of urban communities and the relationship of these communities to the planned transportation system. The Element is provided as guidance for local jurisdictions in updating general and community plans.

The Land Use Distribution Element includes goals, objectives, policies and actions to help the region accommodate the forecasted population growth. Improving traffic congestion and air quality is also the focus of the Element, and land use actions are recommended to obtain regional goals in these areas. The Element recommends that new office, residential and commercial be focused around rail transit stations and in major bus corridors. By focusing development in mixed-use centers, residents can make more trips by transit, walking and bicycling.

Design guidelines are recommended in the Element, such as the desirable design characteristics of development, buildings and public facilities (including streets, sidewalks and bicycle routes). The Land Use Distribution Element also proposes that existing employment areas, which are outside of potential transit focus areas, should be planned to include a residential component. Urban design principles for promoting transit use are often collectively called "transit-oriented design", or TOD.

With increased intensities and mixed-use development in transit focus areas, the land proposed for urbanization in current general and community plans would more than accommodate the projected population growth. Vacant land also would be retained to allow for regional recreation and natural habitat preservation.

Threshold of Significance

Based on the CEQA Guidelines, a project will normally have a significant effect on land use if it will:

- Conflict with the adopted environmental plans and goals of the community where it is located;
- Disrupt or divide the physical arrangement of an established community;
- Conflict with general plan designation or zoning; or
- Be incompatible with existing land use in the vicinity.

Impacts

A. Plan-wide

As discussed in Section 1.1, the majority of the changes in the proposed Lemon Grove General Plan would not result in a physical change. Therefore, with the exception of the Community Development and Mobility Elements, an analysis of proposed policy changes is not provided in this EIR. However, the proposed Community Development Element would result in a physical change. As such, proposed policy changes are addressed in this section, as applicable.

Proposed Land Use Patterns and Intensities

The Community Development Element in the proposed General Plan establishes the Land Use Plan for the City, which is described and illustrated in Section 3.0. The Land Use Plan will be the principal means of achieving the Vision for the Future and related community development objectives. The proposed Land Use Plan directs where and what type of development should occur. Consequently, implementation of the plan will have an overall positive impact on land use within the community. The proposed Land Use Plan sets forth a balanced community consisting of the downtown village, Broadway commercial corridor, general business areas, and vital neighborhoods. Revitalization of the downtown village will enhance the physical heart of the City and expand the range of local shopping, social and recreational opportunities. Continued development of new commercial uses attracting regional shoppers will generate tax revenues for needed public services and infrastructure improvements while providing local residents with diversified shopping options. High quality jobs and additional tax revenue will be generated by industrial, manufacturing and professional businesses. Particular emphasis is given in the plan to restricting further infill development in the stable neighborhoods and identifying suitable areas for new multiple-family residential development.

Because there is an integral link between land use and transportation, redevelopment is emphasized around the trolley stations, bus corridors and SR-94 freeway. Concentrating retail, office, apartments and condominiums around transit centers will enable people to walk and bicycle to work and shop. This strategy will reduce traffic congestion as well as improve

regional air quality conditions. Concentrating commercial and general business near the freeway will enable efficient regional access and protect outlying neighborhoods from offensive noise and traffic. Areas outside of the transportation hub, primarily consisting of residential neighborhoods, are planned for enhancement rather than increased development.

Table 3.3-2 in the Section 3.0 contains a summary of the buildout potential of the proposed Land Use Plan, which is estimated to occur around 2015. As development proceeds, in accordance with the proposed General Plan, dwelling units in the City would increase from 8,816 to 10,036 units. Single-family homes would decrease from 6,429 to 6,421 units, and condominium and apartment units would increase from 2,387 to 3,616 units. The total amount of non-residential development could increase from about 7.8 to 8.7 million square feet. The increase in square footage will largely result from intensification of commercial, office and public uses within the Broadway commercial corridor and downtown village.

The Land Use Plan reflects the established land use patterns and trends in the City. Under the proposed General Plan, the types of uses around the perimeter of the City will not change. Therefore, the land use pattern will not disrupt or interfere with uses in adjacent communities. While development in the northern part of the city will intensify, the SR-94 freeway will buffer the communities to the north from any adverse impacts.

In the draft Mobility Element, the Roadway Circulation Plan designates a hierarchical system of roads serving as the major thoroughfares. The roads included in the Roadway Circulation Plan are categorized according to function. Specific parameters, such as number of lanes, sidewalks and right-of-way widths are identified for each category. Some of the Roadway Circulation Plan roadways must be improved at some point in the future to achieve these parameters. In some cases, new right-of-way must be acquired to fully improve the roadways, requiring the acquisition of private property and loss of portions of front yards. This impact from implementing the Roadway Circulation Plan will be significant. A more detailed description of the Circulation Plan and planned improvements is provided in Section 4.2.

Conformance with Existing Land Use Plans

Existing General Plan. If adopted, the proposed General Plan would replace the existing 1980 General Plan. There are no requirements for consistency between the two General Plans, although the proposed General Plan includes many of the policies regarding development, resource management and economic development established in the 1980 General Plan. A comparison of the existing General Plan and proposed General Plan is provided in Section 7.0.

Zoning Ordinance. State law requires that the Zoning Ordinance and Map conform to the General Plan (Section 65860 of the California Government Code). In some cases, the land use categories and the distribution of uses set forth in the proposed Land Use Plan would vary from the existing zones established in the Zoning Ordinance and Map. Inconsistencies between the

proposed General Plan Land Use Plan and the Zoning Ordinance and Map will result in a significant land use impact.

Specific Plans. The Land Use Plan in the proposed General Plan reflects the development in the Village Grove and Broadway Commercial Project Specific Plans. More specifically, the proposed Land Use Plan accommodates the provisions for medium/high density residential and commercial development in the Village Grove Specific Plan. The Broadway Commercial Project Specific Plan Area is part of the Regional Commercial STA, which would allow for continued use of the site for major retail use that would draw regional as well as local shoppers. As a result, the proposed General Plan will not result in a land use impact related to the existing Specific Plans.

Redevelopment Plan/Project Area. Implementation of the proposed General Plan will not affect the Redevelopment Plan or Project Area. The Redevelopment Plan indicates that development in the Project Area must conform to the existing General Plan. This provision will allow for conformance between the proposed General Plan and Redevelopment Plan, precluding any related land use impact.

Regional Growth Management Strategy. SANDAG's Regional Growth Management Strategy identifies policies and strategies that should be implemented by the local jurisdictions. The proposed Lemon Grove General Plan incorporates many of the applicable strategies, demonstrating the City's desire to help attain regional public facility and environmental goals. Because the proposed General Plan will conform with the Regional Growth Management Strategy, no related land use impact will occur.

Series 8 Projections. The Series 8 population projections for Lemon Grove indicate that the local population will reach approximately 29,697 persons by 2015. The Series 8 projections also show that anticipated housing development will yield about 10,374 units by 2015. As shown in Table 3.3-2 in the Section 3.0, implementation of the proposed General Plan will result in approximately 28,764 local residents and 10,036 dwelling units, which will conform to the Series 8 projections. A more thorough analysis of this issue is provided in Section 4.3.

Land Use Distribution Element. The proposed General Plan will comprehensively implement SANDAG's Land Use Distribution Element, which recommends focusing new residential, office and commercial development around rail transit stations and within major bus corridors. The mixed-use development within the Downtown Village and Massachusetts Station STAs would incorporate the transit-oriented design principles promoted by the Land Use Distribution Element.

B. STAs and Other Development Areas

Downtown Village (STA I)

The Downtown Village STA is planned for a mix of multiple-family residential, retail, office and public uses in a pedestrian setting. The planned development reflects the historic use of the area

as the downtown, but the intensity of development and the extent of residences would increase. The land use pattern within the Broadway commercial corridor may be disrupted by larger, newer buildings, and the new development could diminish the small town character. Within the village, residents could be impacted by noise and activity generated by the retail establishments. These land use impacts could be significant, but appropriate site design and architecture can ensure that the planned development enhances rather than detracts from the community.

Massachusetts Station (STA II)

The Massachusetts Station STA, which presently contains a large moving/storage business and some small shops, is planned for redevelopment with a mix of neighborhood commercial and multiple-family residential development. Redevelopment should have positive land use effects. The site is currently run-down and under-used, and redevelopment with the planned uses would constitute a better use of the site. Run-down facilities will be replaced with new buildings serving the community's current needs. Unless site design and architecture are controlled, the new development may diminish the small town character in the surrounding community. The mixed-use development will be compatible with adjacent commercial, business and multiple-family residential uses.

Single-family neighborhoods located to the north and west of the site may be impacted by future operations of the planned mixed-use center. The residents are presently buffered from the commercial site by a graded slope. Future buildings would probably be higher than the present buildings, thereby reducing the buffering effect of the graded slope. Noise, lighting and traffic may disrupt the residences. These land use impacts could be significant.

Regional Commercial (STA III)

The Regional Commercial STA presently contains a mix of small businesses and residences in addition to a large home-improvement department store. A discount food store is also approved for the area. Some of the existing development is run-down and dilapidated, and the residents are exposed to unacceptable noise from the SR-94 freeway. Continued redevelopment with regional commercial uses will eliminate physical and economic blight as well as the residential noise impact.

The planned development in this STA would consist of large retail facilities that are greater in size and scale than the traditional development along Broadway. Thus, the future land use pattern and activity within the Broadway commercial corridor could result in a significant land use impact.

West Central (STA IV)

The West Central STA was originally designated for right-of-way as part of the College Avenue extension project. The extension project was abandoned, and the planned right-of-way was

identified for residential development. With the exception of this STA, the right-of-way areas have since been developed or are subject to approved development plans. The STA presently consists of a mixture of individually-owned lots with older single-family homes and some land owned by the City.

This STA is planned for low density residential development which reflects the density of the surrounding neighborhoods. However, the new development may be constructed using modern architectural styles that deviate from the overall community character. This could diminish the qualities of the area and result in a significant land use impact.

Federal Boulevard Automobile Sales District (STA V)

The Federal Boulevard Automobile Sales District presently contains dealerships and related service shops. STA V is primarily built out, and the intensity and type of land use would not change under the proposed General Plan. As a result, the proposed General Plan will not result in significant land use impacts in the STA.

Skyline Commercial Area (STA VI)

Under the proposed General Plan, the existing church located at the northeast corner of the Skyline Drive/Jamacha Road intersection would be redeveloped with a community commercial center. While commercial development presently occurs along Skyline, south of STA VI, residential neighborhoods exist to the immediate east, west and north of the site. Shopping opportunities are very limited in the southern part of the City, and the planned development would allow residents to obtain everyday items without having to drive to the northern portion of the City. The operation of the commercial center could, however, adversely affect nearby residents. Traffic, lighting and noise may interfere with adjacent residential activities, and the change in development may alter the community character. These land use impacts could be significant.

Troy Street/SR-125 Planning Area (STA VII)

In accordance with the proposed Land Use Plan, development within STA VII would occur according to the provisions of the underlying single-family residential and transportation categories. The land use categories reflect the existing single-family residential development and the planned re-alignment of Troy Street, which is part of the planned SR-125 freeway project. The land use impacts of the Troy Street re-alignment have been evaluated in the Environmental Impact/Statement Report (EIS/EIR) for the SR-125 freeway. While not currently planned by Caltrans, if ramps to SR-125 are constructed, properties within STA VII may be affected. However, the land use impacts of such freeway access are assessed in the SR-125 EIS/EIR.

Other Development/Land Use Changes

Multiple-Family Residential Development. Under the proposed General Plan, new condominium and apartments would be constructed in various areas in the northern part of the City, corresponding with transit corridors and transportation thoroughfares. Most future residential development would consist of multiple-family projects because the City is primarily developed, and little land remains in the neighborhoods for new development. In addition to providing housing for the growing population, multiple-family residences would serve the unique needs of seniors, small households and young adults.

In some cases, properties currently supporting a single house would be redeveloped with multiple-family units. Some commercial properties along the eastern portion of Broadway are also identified for redevelopment with condominiums and/or apartments. Potential land use impacts could result from changes in community character and nuisances experienced by surrounding residents, such as increased noise and traffic. Furthermore, introducing new architectural styles and greater building masses could adversely impact the prevailing community character.

Industrial and Commercial Areas. Redevelopment of the older industrial area along Federal Boulevard and the business and commercial districts along Broadway would continue under the proposed General Plan. The type of uses within these areas would be maintained, but the intensity of development may increase. Continued redevelopment will benefit the community by reducing physical and economic blight, and increasing the overall vitality of the districts. Unless architectural controls are required, new facilities may disrupt the overall character of the districts, resulting in a significant impact.

Skyline Neighborhood Commercial Area. The neighborhood commercial area along Skyline consists of a small pocket of single-family homes partially converted to commercial facilities and older commercial buildings. The viability of commercial activity within the area is considered low, and stable single-family residential neighborhoods surround the commercial area. Under the proposed General Plan, the area would revert back to single-family residential uses. The residential development will be more compatible with the surrounding development than the existing commercial uses. Depending on the design and architecture, the new residential development may detract from the character of the older, traditional neighborhoods. This impact could be significant.

Civic Center Concept Area. The proposed General Plan identifies the development of a centralized civic center in the downtown village as a long-range goal. The specific boundaries for the civic center have not yet been identified. As a home for the City Hall, library, community center, museum, performance space, law enforcement department, and a plaza or park, the civic center would provide a focus for community life. A mix of institutional, recreational and commercial uses presently occupies the concept area, and nearby uses include both single-family and multiple-family residences, a school, additional commercial uses and the fire station.

The civic center use will be compatible with, and even enhance, the existing surrounding uses as well as the planned redevelopment of the downtown village.

Nearby residential neighborhoods could be impacted by the noise, traffic, parking and activity related to the civic center. If the scale and architecture contrasts with the traditional community architecture or downtown village design themes, the civic center may diminish the small town character of the surrounding areas. These potential effects could constitute significant land use impacts.

Mitigation Measures

The following mitigation measures are required to reduce impacts to land use to less than significant. The mitigation measures correspond to applicable programs of the General Plan Implementation Manual, as noted.

A. Plan-wide

Mitigation Measure 4.1-1: The City shall require all development projects to conform to the Land Use Plan and other relevant goals, objectives and policies established in the various General Plan elements. The City shall discourage amendments to the General Plan Land Use Plan, only approving such amendments when consistency with the intent of the Community Development Element is demonstrated. (General Plan Implementation Manual, Community Development Program #1).

Mitigation Measure 4.1-2: The City shall update the Zoning Ordinance and the corresponding Zoning Map to reflect the Land Use Plan and goals, objectives and policies contained in the Community Development Element. In addition, the City shall revise the Zoning Ordinance and Zoning Map as needed to address any future amendments to the General Plan. (General Plan Implementation Manual, Community Development Program #2).

Mitigation Measure 4.1-3: The City shall ensure that new development positively contributes to enhanced community aesthetics throughout the City by providing appropriate site planning, pleasing architecture, landscaping, signs, lighting and other amenities. The City shall revise the Zoning Ordinance to establish minimum design standards for all land use types. In addition, the City shall establish a design review process for multiple-family residential, commercial, mixed use, business and industrial development to enhance the appearance of the community. (General Plan, Implementation Manual, Community Development Program #33).

Mitigation Measure 4.1-4: Where additional property is required for the street improvements identified in the Mobility Element, the City shall fairly compensate property owners for acquired property at fair market value. During the planning phase of individual street improvement projects, the City shall work with affected property owners to identify aesthetic impacts resulting in removal of mature trees, shrubs, fences and other landscape features, and establish a plan to

offset the impact. The plan could include planting new trees or shrubs to replace those removed, and replacing fences. (General Plan Implementation Manual, Mobility Program #16).

B. STAs and Other Development Areas

Mitigation Measure 4.1-5: The City shall require the preparation of a specific plan for STA I, Downtown Village, that includes the following components.

- In accordance with the Mixed-use designation, the specific plan shall establish development regulations to implement the mixed land use concept, wherein a combination of shops, offices, civic facilities and multi-family residential development is encouraged within the same building, site or block. When mixed uses occur in the same building, the ground floor should be devoted to retail uses while using the upper floors for offices and/or residences.
- A major component will consist of incentive programs to assist businesses in redevelopment, facade enhancement and architectural renovations; signage upgrades and streetscape improvements; and development of second- and third-story mixed uses. Incentives to encourage housing development within the village must be emphasized.
- Entertainment uses such as restaurants, outdoor eateries, book and record stores, galleries and hobby shops will be promoted.
- The existing civic facilities and park as well as the future civic center shall act as critical village components that will heighten activity and community interaction.
- A village marketing program will be developed in close coordination with the downtown businesses. The program should be diverse, strive to better position the village as a regional shopping center, and include a downtown merchants association with the purpose of collaborative management, promotions and advertising.
- Local and regional activities, such as parades, farmers markets and festivals within the village, will be planned to create activity and generate business for the merchants.
- Locations for enhanced pedestrian access and crossings in addition to bicycle facilities will be identified. Storefront enhancements and circulation patterns (sidewalks, parking, transit access) should encourage walking throughout the village.
- Any additional parking needs required to accommodate the increased development will be identified. Acquisitions needed for additional parking areas will be identified, and the City will consider reducing parking standards for mixed-use development in conjunction with the planning and implementation of public parking areas.

- Residents and business owners who are involuntarily displaced by public land acquisitions must receive appropriate relocation assistance per the requirements of the California Community Redevelopment Law.
- Architectural, landscape, signage and lighting guidelines shall be developed for both private and public areas, reflecting Lemon Grove's small town image while enhancing and unifying the retail commercial uses along Broadway. The use of art to enhance public areas will be considered.
- Pedestrian amenities will be designed to focus shoppers' attention towards shops and stores.
- Complete an automobile traffic study and pedestrian movement plan that minimizes conflicts with automobiles, encourages transit use, and includes pedestrian crossings along Broadway that are safe and aesthetically pleasing. Pedestrians should be given equal consideration at all roadway intersections. The specific plan will explore architectural, pavement and landscape treatments that create more sidewalk space and enhance pedestrian movement while facilitating traffic safety, parking and through movement of automobiles.
- To promote the village as an entry to Lemon Grove and a shopping destination, village entry points and edges will be defined to create a sense of arrival similar to regional shopping centers.
- Since the village serves as one of the major entries to Lemon Grove, the appearance and traffic movement at the intersections of Lemon Grove Avenue, North Avenue and the SR-94 freeway will be addressed.
- To ensure consistent implementation of the design concepts, the specific plan will establish a design review process for architectural design and plan implementation (General Plan Implementation Manual, Community Development Program #3).

Mitigation Measure 4.1-6: The City shall require preparation of a specific plan for STA II, Massachusetts Station, to address the following policies.

- To foster the relationship between the residential and commercial activities and trolley ridership, development within the STA should relate to the trolley station through design, access, landscaping, architectural theme and/or signage. Moreover, the STA should serve as the focal point for the southern portion of the City.
- The residential component will consist of condominiums and/or apartments, and shall not exceed the density established by the underlying land use category.

- The neighborhood commercial component will consist of stores and services serving the daily needs of the surrounding neighborhoods. Uses may include a grocery store, pharmacy, dry cleaner, laundromat, video rental, shoe repair, delicatessen and child care.
- ~~Building heights shall not exceed the elevations of the adjacent residences to reduce impacts to nearby neighbors.~~
- The developer shall be highly encouraged to reduce the elevation of a portion of the site to the approximate elevation of Main Street using appropriate grading techniques. This will significantly increase the visibility and viability of the new stores and facilities. Reducing the elevation will also increase the permitted building heights established above.
- Implement recommendations to improve automobile safety at the intersection of Massachusetts and Lemon Grove Avenues.
- Study options to enhance pedestrian crossing from the STA to the Massachusetts trolley station.
- The site plan, building sizes, residential densities, design concepts, grading plan, infrastructure improvements and landscaping included in the specific plan shall reflect the above requirements.
- Consider assisting the development of housing with the Community Development Agency's Low/Moderate Income Housing Set-Aside Fund. (General Plan Implementation Manual, Community Development Program #4).

Mitigation Measure 4.1-7: The City shall ensure that future development within STA III, Regional Commercial, conforms to the following policies.

- New development shall exclusively consist of large-lot retail uses, on parcels comprising at least one block or having a minimum area of three acres.
- The retail uses must serve local residents and attract regional shoppers, and accessory or ancillary uses will be permitted if they contribute to the development and maintenance of a modern retail sales district.
- The architecture and site design must enhance the surrounding area and overall Broadway commercial corridor. The bulky appearance of large buildings shall be reduced using architectural details, and varied facades, roof lines and building materials. Landscaping shall be required to soften and mask large buildings, break up uniform parking areas and beautify the Broadway commercial corridor.

- The large retail stores should be visible from the SR-94 freeway without diminishing the visual image of the City from the freeway. Signage shall be regulated and landscaping and architectural details will be required, as necessary, to avoid unsightly views of the backs of buildings.
- The redevelopment process can be used to assist projects with significant community benefits as needed (i.e., assistance with infrastructure improvements, lot consolidation, relocation, etc.).
- Residents and businesses who are involuntarily displaced by public land acquisitions must receive appropriate relocation assistance per the requirements of the California Community Redevelopment Law. (General Plan Implementation Manual, Community Development Program #5).

Mitigation Measure 4.1-8: For STA IV, West Central Residential, the City shall require preparation of a master plan addressing the following policies.

- Consistent with the Land Use Plan in the Community Development Element, residential development shall not exceed four dwelling units per acre and lots shall consist of a minimum of 10,000 square feet.
- The ravine and appropriate buffer shall be designated as open space to protect the drainage and avoid potential impacts from flooding.
- Sensitive grading techniques shall be employed to preserve the visual character of the topography.
- The architecture, lot layout and building materials must be compatible with the residential development in surrounding neighborhoods.
- The site plan, design concepts, grading plan, infrastructure improvements and landscaping shall reflect the above policies. (General Plan Implementation Manual, Community Development Program #6).

Mitigation Measure 4.1-9: For STA VI, Skyline Commercial Center, the City shall require preparation of a specific plan addressing the following policies.

- Redevelop the properties within the STA as a community commercial center with stores and services serving the daily needs of the surrounding neighborhoods. Uses may include a grocery store, pharmacy, dry cleaner, laundromat, video rental, shoe repair, delicatessen and child care.

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- Development of the commercial center will require consolidating the lots within the STA.
- The center must be designed to minimize traffic, noise and aesthetic impacts to the surrounding neighborhoods. Access shall be limited to Skyline Drive and/or Jamacha Road.
- A buffer consisting of landscaping and walls shall be designed adjacent to single-family residential homes.
- The site plan, building sizes, design concepts, grading plan, infrastructure improvements and landscaping shall reflect the above policies. (General Plan Implementation Manual, Community Development Program #8).

Mitigation Measure 4.1-10: The City shall require the integration of new development with the surrounding neighborhood through the use of the traditional architectural and site designs found in Lemon Grove. Avoid development projects that look completely different from the surroundings or are isolated from the adjacent areas due to poor site design. (General Plan Implementation Manual, Community Development Program #13).

Mitigation Measure 4.1-11: The City shall require that any future residential development within the existing Skyline neighborhood commercial area be compatible with the architecture and scale of the surrounding neighborhood. The City shall consider assisting redevelopment with the Low/Mod Income Housing Set-Aside Fund to help meet the housing requirements established by the California Community Redevelopment Law. (General Plan Implementation Manual, Community Development Program #20).

Mitigation Measure 4.1-12: The City shall require future projects to provide quality housing opportunities and uplift the aesthetics of surrounding areas by insuring that projects conform to the following policies.

- New condominiums and apartments must positively contribute to the surrounding neighborhoods through the use of architecture reflecting the traditional characteristics of nearby residences.
- Landscaping shall be incorporated to help new development blend in with the surrounding area and soften the appearance of new development.
- The scale of new development shall not overwhelm the surrounding area. The perceived bulk of new buildings shall be reduced through the use of architectural detail, upper story setbacks, and variation in building materials.

- Acceptable noise levels shall be achieved through the use of suitable insulation, windows and ventilation systems pursuant to the state Title 24 standards.
- Safe and pleasant play areas for children shall either be required on the premises or within short, safe walking distances. (General Plan Implementation Manual, Community Development Program #22).

Mitigation Measure 4.1-13: In planning for the development of the civic center, the City shall consider the following points.

- Components of the civic center should include the City Hall, library, museum, public performance space, law enforcement station, recreation center, meeting space for community groups, and/or an open plaza or park.
- The civic center should serve as a critical anchor to the downtown village, and the architecture should be compatible with the village design themes.
- The civic center must be accessible to all residents, and ensure appropriate facilities and linkages to accommodate trolley and bus use, walking, bicycling and driving. Enhance pedestrian crossings along Lemon Grove Avenue.
- Use of art to enrich the facility.
- Study potential funding mechanisms such as issuing bonds, private endowments and redevelopment funds. Consider community fundraisers such as including names on a monument or personalizing sidewalk tiles as compensation for donations.
- The site design and building orientation must consider minimizing potential noise and other nuisances to adjacent uses, and incorporate adequate parking facilities. (General Plan Implementation Manual, Community Development Program 24).

Level of Significance After Mitigation

With implementation of the mitigation measures identified above, impacts related to land use will be reduced to below significance.